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ABSTRACT

A longitudinal study of the rate of growth of school districts' resources in large central cities in Illinois is presented. The data analyzed covered the years 1972-73 and 1981-82 and were derived from the State Board of Education and the 1970 and 1980 United States Census. The study looked at the changes in average daily attendance (ADA), changes in per capita and median family income, local dollars generated per ADA, and elasticity of effort based on equalized assessed valuation per ADA. The study concluded that a decline in fiscal capacity has occurred over the decade, but that school operating expenditures have not decreased. This is a result of increased state aid and some increases in local fiscal support. Noting that in some cases per capita income and median family income have increased faster than dollars locally raised per ADA, the study suggests that central city schools could be quickly plunged into financial difficulties if state aid cannot be sustained. Many schools appear to be slowly giving up their base of local financial support. The authors conclude that Illinois school districts not keeping pace with increases in per capita income need to carefully examine their fiscal health. The authors offer four legislative implications and recommendations for the future. (MD)

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FINANCIAL PROBLEMS OF CENTRAL CITY SCHOOL DISTRICTS IN ILLINOIS:

An Analysis of Changes in Selected Fiscal Variables and Policy Implications of those Changes

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STATEMENT OF THE PROBLEM

The problem of this study was to examine the growth or decline that has occurred, between fiscal years 1972-73 and 1981-82, in student enrollment, district wealth, local dollars generated, general state aid, and operating expenditure among Illinois' central city unit districts compared with the state's average. The study also examines central city unit districts' fiscal effort in providing financial support to its K-12 public school system, compared with the state's average.

NEED FOR THE STUDY

It has been contended that "resources" are either declining, or more likely, growing at a slower rate in large urban districts than in the average district in the states. A number of older studies have documented the special fiscal problems of large urban districts, but most of this information has been cross-sectional in nature, that is, the situation is presented only for one point in time. The absence of a longitudinal study in Illinois provided large urban school superintendents with no way to compare what is happening to their districts with other districts in the state. That is, there is no empirical evidence that the decline of the fiscal situation of Illinois' large urban districts is much different from the state's average. Hence, this study will determine whether "resources" are in fact growing at a slower rate in large central city unit districts than in the average district in the state.

SIGNIFICANCE OF THE STUDY

The study should be significant on several levels. First, it should be helpful to large urban school districts in presenting their request for additional aid from the General Assembly of Illinois. Second, the study should provide needed empirical data for future policy decisions. Third, the general decline of the fiscal situation in large urban districts is not unique to Illinois. Hence, the effort in this study will, therefore, provide a case study for possible duplication in other states.

CLARIFICATION OF THE PROBLEM STATEMENT

Definition of Terms

The following definitions are provided for terms which have special application for this study.

Average Daily Attendance (ADA)--Average daily attendance was the aggregate number of pupil days in attendance divided by the number of days in the regular school session. A pupil who attends school for five or more clock hours while school is in session constitutes one pupil day of attendance. The computation period for the average daily attendance used to determine general state aid was the three months with the highest average daily attendance.

Central City--A central city is the major city, or twin cities, of a standard metropolitan statistical area (SMSA) as defined by the U.S. Census Bureau.

Elasticity of Effort--Elasticity of effort refers to the percentage change in district local dollars generated per ADA relative to the percentage change in a wealth-related variable. There were two elasticity of effort variables. Elasticity of effort based on assessed valuation was the ratio between the percentage change in a district's local dollars generated per ADA and its percentage change in equalized assessed valuation per ADA. Elasticity of effort based on income was the ratio between the percentage change in district local dollars generated per ADA and its percentage change in income. The two measures of income used in this study were per capita and median family income.

Equalized Assessed Valuation--Equalized assessed valuation (EAV) refers to the total value of the real property of a district determined by assessment and application of multipliers, which are calculated and assigned by the county board of review and the Illinois Department of Revenue. Theoretically, this system equalizes property assessments throughout the state at 33 and 1/3 percent of fair market value of the property. There are exceptions on farm property and in home rule counties.

Local Dollars Generated--Local dollars generated equals the school district's operating tax rate multiplied by its equalized assessed valuation.

Operating Expenditure--Operating expenditure is the total expenditure from educational, building, bond and interest, municipal retirement, transportation, and rent funds less total expenditure for the following: tuition paid to other districts, building payments to other districts, adult education, summer school, economic opportunity projects, capital outlays, transfer out, and bond principal retired.

Operating Tax Rate--Operating tax rate refers to a school district's total tax rate less the tax rate for bond and interest, rent, special education construction, vocational education construction, summer school, and capital improvement.

Delimitations

The delimitations of this study were as follows.

1. The study examined only central city unit districts within the state of Illinois.

2. The study included only those school districts which have been in continuous existence between fiscal years 1971-72 and 1981-82.

3. The study, due to the different time periods in which certain data were collected, does not have all the variables with the same beginning and ending point in time. Since the United States Census is taken only every ten years, the 1970 and 1980 income data were used. The remaining variables were based on the General State Aid Claims tapes for fiscal years 1972-73 and 1981-82.

Assumptions

The study was based on the following assumptions.

1. The growth or decline of average daily attendance, district wealth, local dollars generated, general state aid, operating expenditure, and local effort between fiscal years 1972-73 and 1981-82, has varied widely among Illinois school districts.

2. The extraordinary decline in student enrollment over the 1970s has led to increased equalized assessed valuation per pupil in many of Illinois' school districts.

3. The exodus of many wealthier residents from urban areas during the 1970s has depressed the income wealth of urban school districts.

4. There has been an increase in less wealthy residents among the central city unit districts.

DATA SOURCE

All data analyzed in this study, with the exception of income data, were derived from the Illinois State Board of Education General State Aid Claims tapes for fiscal years 1972-73 and 1981-82. Illinois school district income data, provided by the Sociology Department of Illinois State University, were derived from the 1970 and 1980 decennial census tapes developed by the United States Bureau of the Census.

RESEARCH QUESTIONS

1. What was the relationship between the change in average daily attendance, from fiscal years 1972-73 and 1981-82, among central city unit districts and the state's average?

2. What was the relationship between the change in equalized assessed valuation per ADA, from fiscal years 1972-73 and

1981-82, among central city unit districts and the state's average?

3. What was the relationship between the change in per capita income and median family income, from fiscal years 1970 and 1980, among central city unit districts and the state's average?

4. What was the relationship between the local dollars generated per ADA, from fiscal years 1972-73 and 1981-82, among central city unit districts and the state's average?

5. What was the relationship between the change in general state aid per ADA, from fiscal years 1972-73 and 1981-82, among central city unit districts and the state's average?

6. What was the relationship between the elasticity of effort based on equalized assessed valuation per ADA, elasticity of effort based on per capita income, and elasticity of effort based on median family income, among central city unit districts and the state's average?

REVIEW OF SELECTED LITERATURE

Educational statistics have indicated that, over the past decade, a majority of the nation's major cities have experienced a greater decline in elementary and secondary student enrollment than the national average. A congressional mandated study of school finance in 1983 reported that the urban demographic trends produced a median enrollment decline in the sample cities of 25 percent or almost 2 and ½ times the national average.[1] At the specific request of their legislature, the state of Ohio completed a study of its central city school system. The report indicated that the average decline in Ohio's central city school district K-12 population was 27.23 percent between 1971 and 1980.[2] In Illinois, the state's K-12 central city school systems may have also experienced greater decline in average daily attendance when compared with the statewide average. In 1976, Hickrod reported that the largest percentage losses in enrollment between 1970-71 and 1974-75 were in the central cities. The central cities, at that particular time, were experiencing an average decline of 8.75 percent in four years.[3]

Similarly, research studies have also suggested that the nation's major cities have become relatively less wealthy in terms of fiscal capacity. In examining the most commonly used measure of school district fiscal ability, property wealth,[4] Tron indicated that over the past decade the rate of growth in property tax base was below the state's average in all but five of the seventeen sample cities for which comparable data were available.[5] Hou examined Illinois K-12 school districts in 1980 and found that districts with a size of more than 500 in ADA had lower assessed

valuation per ADA than districts of smaller size.[6] By contrast, it has also been suggested that the sharp enrollment decline in the 1970s has driven up equalized assessed valuation per pupil in major cities resulting in state aid formulas which overstate the cities' wealth.[7]

The income wealth of the nation's major city school systems has also been declining. This, in part, is due to the migration of persons with relatively higher income from large cities.[8] In addition, a higher incidence of persons over age sixty-five in cities has also depressed income averages. Tron, in her study of major urban public schools, found that the 1979 per capita income in all sample central cities were below the national average.[9] Ohio's study also indicated similar findings.[10] The decline of fiscal capacity among central city school systems is well summarized in Goertz's discussion of fiscal capacity of central city districts. Goertz indicated that "a primary cause of fiscal capacity of urban school districts has been the movement of business and people out of the central cities, leaving these communities with a consequence of lower income and minority-group residents and, in many cases, with a deteriorating tax base.[11]"

The consequence of these demographic and economic trends is a decrease of capacity of central city school systems to raise local revenue. It is much easier to justify the need for additional dollars when student enrollment is increasing than when it is decreasing. Likewise, there is apt to be less resistance to tax increases in relatively more affluent than poorer school districts.[12] The decreased fiscal capacity of central city school systems to raise local revenues has been noted in several urban school system studies. In 1979-80, local revenues comprised 63 percent of aggregate general revenue in all municipalities and 59 percent of revenue in the larger cities.[13] Comparing central city school districts with the statewide average, Richman and Lane indicated that the operating expenditure of central city school districts increased at a lower rate than the statewide average between 1975 and 1979.[14] They also found that, in FY 1980, nine out of sixteen central city school districts had operating tax rates above the statewide average and six out of eight large suburban school districts had tax rates higher than the statewide average.[15] In 1980, Hou concluded in his fiscal profiles of Illinois school districts that unit districts with a size of above 500 ADA, when compared with districts of larger size, had lower local revenues per ADA, higher state aid per ADA, lower operating expenditures per ADA, and a lower operating tax rate.[16]

Despite the general decline in school tax efforts, there are evidences of increased tax effort among certain urban school systems. The greatest increases occurred in Hartford, Birmingham, Buffalo, Providence, Omaha, Albuquerque, Philadelphia and Salt Lake City. It was also determined that school tax efforts generally tended to be higher in the Northeast and Midwest than elsewhere.[17]

The review of selected literature suggests that the central city school systems has been in the midst of retrenchment during the 1970s. The shift of demographic and economic patterns has undoubtedly created a trend toward more intense competition for funds within the central city school systems. The financial plight of large urban school systems is apt to worsen as resources continually decline and needs continue to rise.

ANALYSES OF THE DATA

Changes in Average Daily Attendance

The average ADA count among Illinois' 416 unit school districts in 1973 was 3,021. In comparison, the average was 2,495 in 1982. By contrast, the average ADA count among Illinois' thirteen central city unit districts in 1973 was 50,697; excluding Chicago, the average was 14,657. In 1982, the average ADA count among central city unit districts was 40,145; excluding Chicago, the average was 11,541. As would be expected, the ADA counts among central city unit districts were higher than the state's average for both 1973 and 1982.*

Illinois' unit districts experienced an average change in average daily attendance of -14.03 percent between 1973 and 1982. In examining the thirteen unit districts serving students within the jurisdiction of central cities, however, the average was 5.11 percent greater when compared to the state's average. The average change among central city unit districts was -19.14 percent. Springfield, Illinois' capital city, experienced by far the greatest change in ADA among the central city unit districts. Springfield's ADA dropped by 34.64 percent between 1973 and 1982. Rock Island, with a decrease of 29.35 percent, had the second highest percentage drop in ADA. Moline, with a decrease of 23.55 percent, was third. East St. Louis had the smallest percentage decrease in ADA among the central city unit districts. East St. Louis' ADA dropped by 8.89 percent between 1973 and 1982. In contrast, all central city unit districts, with the exception of Normal, experienced decline in ADA. Normal's ADA increased by 13.95 percent between 1973 and 1982.

In examining change in rank order relative to the change in the count of average daily attendance, seven of the thirteen central city unit districts dropped in rank. Chicago and Rockford ranked 1st and 2nd, respectively, both in 1973 and 1982. Peoria had the 3rd highest ADA count in 1973, and 5th highest in 1982. Springfield went from 5th highest in 1973 to 7th highest in 1982. Rock Island and Urbana, both losing three positions, experienced the greatest drop in rank among the central city unit districts. Rock Island went from 13th to 16th in rank. Urbana went from 27th

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*All tables are at the end of the study, beginning on page 21. The ADA used in this study is that which is used for general state aid.

to 30th in rank. In contrast, among the four central city d s-tricts that experienced gain in rank order, Normal by far had the greatest gain. Normal, gaining six positions, went from 26th to 20th in rank. East St. Louis went from 6th to 4th; Decatur went from 7th to 6th; and Moline went from 12th to 11th in rank.

Changes in Equalized Assessed Valuation Per ADA

The average equalized assessed valuation per ADA among Illinois' 416 unit school districts in 1973 was $24,256. In 1982, the state's average was $45,441. Although equalized assessed valuation per ADA increased among a majority of Illinois' thirteen central city unit districts between 1973 and 1982, ten central city unit districts remained below the state's average in 1982. On the other hand, this change in property wealth per ADA did change the members of the ten districts that were originally below the state's average in 1973. Champaign and Springfield were both below average in 1973; but in 1982, they were both above the state's average. The reverse, however, was true for Chicago and Peoria.

The average equalized assessed valuation per ADA among Illinois' thirteen central city unit districts was $21,771 in 1973. Seven of the thirteen central city districts in 1973 were below this average. In comparison, the average equalized assessed valuation per ADA among central city unit districts in 1982 was $39,421. There were only six districts, however, that were below the average in 1982.

Illinois' average change in equalized assessed valuation per ADA between 1973 and 1982, among its 416 unit districts, was +88.60 percent. In examining the central city unit districts serving within the jurisdiction of central cities, however, the average change was 10.96 percent lower when compared with the state's average. The average change among central city unit districts was +77.64 percent. Springfield experienced by far the greatest change among the central city unit districts. Springfield's equalized assessed valuation per ADA increased by 151.40 percent between 1973 and 1982. Bloomington, with an increase of 126.28 percent, had the second highest percentage increase. Rock Island, with an increase of 123.95 percent, was third. Chicago had the smallest percentage increase in equalized assessed valuation per ADA among central city unit districts. Chicago's property wealth per ADA increased by 35.88 percent between 1973 and 1982. In contrast, all central city unit districts, with the exception of East St. Louis, experienced an increase in equalized assessed valuation per ADA. East St. Louis' equalized assessed valuation per ADA decreased by 38.55 percent between 1973 and 1982.

In examining change in rank order relative to the change in equalized assessed valuation per ADA, seven of the thirteen central city unit districts experienced a drop in rank. Chicago,

losing 112 positions, dropping from 151st to 263rd in rank, experienced by far the greatest drop in rank order. Kankakee went from 225th to 307th. Rockford went from 193rd to 245th in rank. Decatur, losing nine positions, dropping from 280th to 289th in rank, had the smallest drop among central city unit districts. In contrast, among six of the thirteen central city unit districts that experienced gain in rank order, Springfield had by far the greatest gain. Springfield, gaining 112 positions, went from 229th in 1973 to 117th in 1982. Rock Island went from 264th to 181st. Moline went from 169th to 209th in rank. Normal, gaining forty positions, went from 189th to 149th in rank, and had the smallest gain among central city unit districts.

Changes in Per Capita Income

The average per capita income among Illinois' 416 unit school districts was $2,786 in 1970. The average in 1980 was $7,042. East St. Louis was the only central city unit district with per capita income below the state's average in 1970. In 1980, however, Chicago, Kankakee, Normal, and Urbana, along with East St. Louis, were also below the state's average per capita income level.

The average per capita income among central city unit districts was $3,296 in 1970, and the average was $7,342 in 1980. East St. Louis, Kankakee, and Normal were among the central city unit districts with per capita income below the central city district average in 1970. The same districts, along with Chicago, Champaign, and Urbana, also fell below the central city unit districts' average in 1980.

Illinois' average change in per capita income between 1970 and 1980, among its 416 unit districts, was +154.77 percent. In examining the thirteen unit districts serving within the jurisdiction of central cities, however, the average percentage change was 33.33 percent lower when compared to the state's unit district average. The average percentage change among central city unit districts was +121.47 percent. Moline experienced by far the greatest change in per capita income among central city unit districts. Moline's per capita income increased by 149.33 percent between 1970 and 1980. Bloomington, with an increase of 140.11 percent, had the second highest percentage change. Springfield, with an increase of 136.41 percent, was third. East St. Louis had the smallest percentage increase among central city unit districts, with an increase in per capita income of 87.31 percent.

In examining change in rank order relative to the change in per capita income, twelve of the thirteen central city unit districts experienced a drop in rank. Urbana, losing 204 positions, dropping from 51st to 255th in rank, experienced by far the greatest drop in rank order. Chicago went from 36th to 203rd in rank. Kankakee went from 60th to 230th in rank. Bloomington, losing

five positions, dropping from 35th to 40th in rank, had the smallest drop among central city unit districts. In contrast, Moline, gaining one position, went from 18th to 17th in rank, and was the only central city unit district that gained in rank order.

Changes in Median Family Income

The average median family income among Illinois' 416 unit school districts in 1970 was $8,925. The average was $20,090 in 1980. East St. Louis was the only central city unit district with median income below the state's unit district average in 1970. In 1980, however, along with East St. Louis, Chicago and Kankakee were also below the 1980 state unit district average median income level.

The average median family income among central city unit districts was $10,360 in 1970. The average was $20,890 in 1980. Bloomington, Champaign, Chicago, East St. Louis, and Urbana were among the districts with median income below the central city unit districts' average in 1970. With the exception of Bloomington, the same districts were also below the central city unit districts' average in 1980. Kankakee's median income also fell below the central city unit districts' average in 1980.

Illinois' unit districts experienced an average change in median income of +126.89 percent between 1970 and 1980. In examining the thirteen unit districts serving students within the jurisdiction of central cities, however, the average percentage change was 26.64 percent lower when compared to the state's unit district average. The average change among central city unit districts was +100.25 percent. Normal experienced by far the greatest change in median income among central city unit districts. Normal's median family income increased by 123.92 percent between 1970 and 1980. Moline, with an increase of 118.19 percent, had the second highest percentage increase. Bloomington, with an increase of 116.34 percent, was third. East St. Louis had the smallest percentage increase among the central city unit districts. East St. Louis' median family income increased by 44.67 percent between 1970 and 1980.

In examining change in rank order relative to the change in median family income, eleven of the thirteen central city districts experienced a drop in rank. Kankakee, losing 211 positions, dropping from 52nd to 263rd in rank, experienced by far the greatest drop in rank order. Chicago went from 84th to 281st in rank. Decatur went from 82nd to 154th in rank. Bloomington, losing twenty-two positions, dropping from 90th to 112th in rank, had the smallest drop among central city districts. In contrast, among the two central city districts that experienced gain in rank order, Normal had the greatest gain. Normal, gaining five positions, went from 32nd to 27th in rank. Moline went from 47th to 44th in rank.

Changes in Local Dollars Generated Per ADA

The average local dollars generated per ADA in 1973 among Illinois' unit districts was $524.27. In 1982, the average was $1,233.83. In examining the thirteen central city districts, seven districts were below the average in 1973, and nine were below the average in 1982. Furthermore, the members of the districts falling below the average was also altered. Springfield, for example, was below the state's unit district average only in 1973. The reverse was true, however, in the case of Chicago.

In examining the average amount of local dollars generated per ADA among central city unit districts in 1973, the average was $516.34. In 1982, the average was $1,163.64. Seven districts of the thirteen were below the central city unit districts' average in 1973. In 1982, nowever, there were six districts below the 1982 central city unit districts' average.

Illinois' 416 unit school districts experienced an average change in local dollars generated per ADA of +133.52 percent between 1973 and 1982. In examining the thirteen unit districts serving students within the jurisdiction of central cities, however, the average change was 11.09 percent lower when compared to the state's average. The average change among central city districts was +122.43 percent. Springfield experienced by far the greatest change among the central city districts. Springfield's local dollars generated per ADA increased by 228.41 percent between 1973 and 1982. Rock Island, with an increase of 200.18 percent, was second. Bloomington, with an increase of 171.91 percent, was third. Chicago had the smallest increase in local dollars generated per ADA among the central city districts. Chicago's local dollars generated per ADA increased by 65.49 percent between 1973 and 1982. In contrast, all central city districts, with the exception of East St. Louis, experienced an increase in local dollars generated per ADA. East St. Louis' local dollars generated per ADA decreased by 13.94 percent between 1973 and 1982.

In examining change in rank order relative to the change in local dollars generated per ADA, eight of the thirteen central city districts dropped in rank. Chicago, losing 132 positions, dropping from 98th to 230th in rank, experienced by far the greatest drop in rank order. Decatur went from 231st to 322nd in rank. Kankakee went from 214th to 270th in rank. Champaign, losing three positions, dropping from 123rd to 126th, had the smallest drop among central city districts. In contrast, among the five central city districts that experienced gain in rank order, Springfield had by far the greatest gain. Springfield, gaining 110 positions, went from 226th to 116th in rank. Rock Island went from 287th to 190th in rank. Normal went from 215th to 184th, and Bloomington went from 72nd to 48th in rank.

Changes in General State Aid Per ADA

The average general state aid per ADA in 1973 among Illinois' unit districts was $398. In 1982, the average was $698. In examining the thirteen central city unit districts, Bloomington, Champaign, Normal, and Peoria were receiving general state aid per ADA below the state's unit district average in 1973. The same districts, including Moline, Rock Island, and Springfield, were also receiving general state aid per ADA below the state's unit district average in 1982.

In examining the average amount of general state aid per ADA received by central city unit districts in 1973, the average was $428. In 1982, the average was $842. Five of thirteen districts were below the central city unit districts' average in 1973. In 1982, however, there were eight districts below the 1982 central city unit district average.

Illinois' average change in general state aid per ADA between 1973 and 1982, among its 416 unit school districts, was +63.58 percent. In examining the thirteen unit districts serving students within the jurisdiction of central cities, however, the average change was 26.92 percent higher when compared with the state's average. The average change among central city districts was +90.50 percent. East St. Louis experienced by far the greatest change in general state aid per ADA among the central city districts. East St. Louis' general state aid per ADA increased by 309.03 percent between 1973 and 1982. Chicago, with an increase of 199.80 percent, was second. Kankakee, with an increase of 139.87 percent, was third. Springfield had the smallest increase in general state aid per ADA among central city districts. Springfield's general state aid per ADA increased by 18.63 percent between 1973 and 1982. In contrast, all central city districts, with the exception of Bloomington, experienced an increase in general state aid per ADA. Bloomington's general state aid per ADA decreased by 35.53 percent between 1973 and 1982.

In examining change in rank order relative to the change in general state aid per ADA, six of the thirteen central city districts experienced a drop in rank. Moline, losing 108 positions, dropping from 115th to 223rd in rank, experienced by far the greatest drop in rank order. Rock Island went from 126th to 204th in rank. Springfield went from 211th to 261st in rank. Normal, losing sixteen positions, dropping from 229th to 245th in rank, had the smallest drop among the central city districts. In contrast, among seven of the thirteen central city districts that experienced gain in rank order, Chicago experienced by far the greatest gain. Chicago, gaining 147 positions, went from 184th in 1973 to 37th in 1982. Kankakee went from 193rd to 89th in rank, and Peoria went from 291st to 208th in rank. Decatur and Rockford, both gaining twenty-seven positions, had the smallest gain among central city districts. Decatur went from 142nd to 115th, and Rockford went from 185th to 158th in rank.

Changes in Operating Expenditure Per ADA

The average operating expenditure per ADA in 1973 among Illinois' unit districts was $912. In 1982, the average was $1,927. East St. Louis, Kankakee, Normal, Rock Island, and Springfield were among the central city unit districts with operating expenditures per ADA below the state's average in 1973. In 1982, however, Decatur, Moline, Normal, Rockford, and Rock Island were below the 1982 state average.

In examining the average operating expenditure per ADA among central city unit districts in 1973, the average was $944. In 1982, the average was $2,006. There were seven of thirteen districts with operating expenditures per ADA below the central city unit districts' average, both in 1973 and 1982.

Illinois' 416 unit school districts experienced an average change in operating expenditure per ADA of +116.60 percent between 1973 and 1982. In examining the thirteen unit districts serving students within the jurisdiction of central cities, however, the average change was 3.34 percent lower when compared to the state's average. The average change among central city districts was +113.26 percent. East St. Louis experienced by far the greatest change in operating expenditures per ADA among the central city districts. East St. Louis' operating expenditure per ADA increased by 192.97 percent between 1973 and 1982. Springfield, with an increase of 130.31 percent, was second. Chicago, with an increase of 119.37 percent, was third. Decatur had the smallest increase in operating expenditures per ADA among the central city districts. Decatur's operating expenditures per ADA increased by 86.65 percent between 1973 and 1982.

In examining change in rank order relative to the change in operating expenditures per ADA, seven of the thirteen central city districts experienced a drop in rank. Decatur, losing 173 positions, dropping from 155th to 328th in rank, experienced by far the greatest drop in rank order. Moline went from 130th to 265th in rank. Normal went from 251st to 318th in rank. Chicago, losing three positions, dropping from 34th to 37th in rank, had the smallest drop among central city districts. In contrast, among six of the thirteen central city districts that experienced gain in rank order, East St. Louis by far had the greatest gain. East St. Louis, gaining 301 points, went from 328th in 1973 to 27th in 1982. Springfield went from 253rd to 99th in rank. Rock Island went from 287th to 191st in rank. Urbana, gaining six positions, went from 101st to 95th in rank, had the smallest gain among central city districts.

Elasticity of Effort Based on Equalized Assessed Valuation Per ADA Wealth

The average ratio between the percentage change in local dollars generated per ADA and the percentage change in equalized

assessed valuation per ADA among Illinois' 404 unit school districts, between 1973 and 1982, was 1.61. In examining the state's twelve unit districts serving within the jurisdiction of central cities, however, the ratio was 1.60.* This simply means that the central city unit districts have been exerting approximately the same fiscal effort, relative to increases in equalized assessed valuation per ADA, in supporting their public K-12 education systems as the rest of the unit districts in the state.

Rockford experienced by far the greatest elasticity of effort among central city unit districts. Rockford's ratio between the percentage change in local dollars generated per ADA and its equalized assessed valuation per ADA between 1973 and 1982 was 2.09. Peoria, with an elasticity index of 1.99, ranked second highest among the central city unit districts. Kankakee ranked third with an index of 1.94. All central city unit districts, with the exception of Decatur, had an index greater than 1. Decatur had a 0.90 for its elasticity index. This indicates that Decatur alone among the central city school systems, excluding East St. Louis, has had an expenditure increase lower than its property valuation increase over the period in question.

Elasticity of Effort Based on Per Capita Income Wealth

The average ratio between the percentage change in local dollars generated per ADA and the percentage change in per capita income, among Illinois' 406 unit school districts between 1973 and 1982, was 0.88. This means that at least for unit districts in Illinois, their per capita income increased faster than their dollars locally raised for education. However, in examining the state's twelve unit districts serving within the jurisdiction of central cities, the ratio was 1.07.** This simply means that the central city unit districts have been exerting higher efforts, relative to increases in per capita income wealth, in supporting its public k-12 education system than the state's average.

Springfield experienced by far the greatest elasticity of effort among central city unit districts. Springfield's ratio

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*A fundamental assumption of "elasticity" is that the percentage changes occurring among the variables are positive. Since this assumption was violated in twelve of 416 unit school districts, 404 districts were used. East St. Louis was one of the twelve unit districts that violated the assumption of "elasticity." Hence, East St. Louis was not used.

**A fundamental assumption of "elasticity" is that the percentage changes occurring among the variables are positive. Since this assumption was violated in ten of 416 unit districts, 406 districts were used. East St. Louis was one of the ten districts that violated the assumption of "elasticity."

between the percentage change in local dollars generated per ADA and its per capita income, between 1973 and 1982, was 1.67. Rock Island, with an elasticity index of 1.58, ranked second highest among the central city unit districts. Champaign, ranking third, had an index of 1.27. Six central city unit districts had an elasticity index greater than 1, and six had an elasticity index less than 1.

Elasticity of Effort Based on Median Family Income Wealth

The average ratio between the percentage change in local dollars generated per ADA and the percentage change in median family income, among Illinois' 404 unit school districts between 1973 and 1982, was 1.08. This means that for unit districts the dollars locally raised increased slightly more than the increase in median family income. In examining the state's twelve unit districts serving within the jurisdiction of central cities, however, the ratio was 1.26.* This simply means that the central city unit districts have been exerting higher effort, relative to increases in median family income wealth, in supporting its public K-12 education system than the state's average.

Springfield experienced by far the greatest elasticity of effort among central city unit districts. Springfield's ratio between the percentage change in local dollars generated per ADA and its median family income, between 1973 and 1982, was 2.17. Rock Island, with an elasticity index of 1.80, ranked second highest among central city unit districts. Bloomington, ranking third, had an index of 1.48. All central city unit districts, with the exception of Chicago and Decatur, had an index greater than 1. Chicago's and Decatur's elasticity indexes were 0.79 and 0.67, respectively.

SUMMARY OF FINDINGS, CONCLUSIONS, LEGISLATIVE IMPLICATIONS, AND RECOMMENDATIONS FOR FUTURE STUDY

Summary of Findings

1. The percentage decline in average daily attendance between fiscal years 1972-73 and 1981-82, among central city unit districts, was above the state's average.

2. The percentage increase in district property wealth between fiscal years 1972-73 and 1981-82, among central city unit districts, was below the state's average.

3. The percentage increase in district income wealth between 1970 and 1980, among central city unit districts, was below

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*See footnote on page 13.

the state's average. The two income wealth measures used in this study were per capita and median family income.

4. The percentage increase in local dollars generated per ADA between fiscal years 1972-73 and 1981-82, among central city unit districts, was below the state's average.

5. The percentage increase in general state aid per ADA between fiscal years 1972-73 and 1981-82, among central city unit districts, was above the state's average.

6. The central city unit districts' efforts in financially supporting the public K-12 school system, relative to increases in equalized assessed valuation per ADA between fiscal years 1972-73 and 1981-82, was slightly below the state's average.

7. The central city unit districts' efforts in financially supporting the public K-12 school system, relative to increases in per capita income and median family income between 1970 and 1980, was above the state's average.

8. The changes that have occurred among the selected school finance-related variables varied widely within the central city unit districts.

Conclusions

The decline in fiscal capacity over the past decade among Illinois central city unit school districts is very evident. Indeed, in some cases it is quite spectacular, as witnessed by a fall of 112 ranks in assessed valuation per ADA by Chicago; by a fall of 203 ranks in per capita income by Chicago and 204 ranks by Urbana; and by a fall of 197 ranks in median family income by Chicago and 211 by Kankakee. Yet despite this dramatic decline in fiscal capacity to support education, operating expenditures have not decreased by that much; in fact, in some cases, e.g., East St. Louis, they have shown dramatic increases. This has been possible because either or both of two things have occurred. Either the state greatly increased its state aid, which was the situation in East St. Louis, and to a somewhat lesser extent in Chicago and Kankakee, or the local citizens greatly increased their fiscal effort relative to income at the local level, which was the case in Springfield and Rock Island.

We believe the small increases in dollars locally raised may prove very troublesome to certain central cities in the immediate future. Becoming too dependent upon the pleasure of the General Assembly can become a very dangerous way of life. The revenues of the General Assembly, in particular the sales tax, are very susceptible to swings in the general business cycle. Even minor depressions can bring about situations in which the General Assembly can no longer sustain the increases in general aid to these central cities. When that happens, central city districts

which have become too dependent upon the assistance provided by the state may face financial disaster.

It is noteworthy that in the case of both Chicago and Decatur both per capita income and median family income have increased faster than dollars locally raised per ADA. In fact, in the case of Decatur, even the property assessed valuation per ADA has increased faster than the dollars locally raised per ADA. From a taxpayer's point of view this might be desirable, and indeed the school boards of Chicago and Decatur on this showing seem to have served their taxpayers well. However, we doubt that many school finance experts would consider this a healthy long-term situation. In the case of East St. Louis, the absolute decline in dollars locally raised per ADA strongly suggests that at least some of the large increase in state aid registered over the decade has been diverted to property tax relief, despite the impressive increase in operating expenditure per ADA. This raises an important policy issue we shall comment upon in the next section of the report. Indeed, with some notable exceptions like Springfield, we are forced to conclude that the average unit district in Illinois has not been exerting the great fiscal effort at the local level that one would be led to believe if one's sole source of school finance information was the complaints of local school boards. Per capita income did increase faster in the average unit district than did dollars per ADA locally generated.

As is so often the case in school finance, we are hung here on the horns of another dilemma. To pursue general equity goals and the illusive but admirable goal of equalizing educational opportunity, greater amounts of state aid are doubtless needed in the central city school districts. The General Assembly of Illinois clearly recognized this need, as the data in this report show, and at least in some central cities increased the flow of state aid considerably during this decade. However, unless the state is prepared to maintain that flow of dollars in the future, these same central cities, which have been assisted in the past, could be quickly plunged into financial difficulties since they also appear to be slowly giving up their base of dollars locally raised. We conclude, therefore, that any school district in Illinois that finds that its dollars locally raised is not keeping pace with its increase in per capita income--that is, whose ratio is less than 1.00 when percentage increase is compared with percentage increase--needs to make a careful examination of its fiscal health. That is especially true when this ratio falls to less than 1.00 over periods as long as a decade. The problem, of course, is how in the world can a board increase its local tax effort when the relative income standing has fallen, as in the case of the Chicago school district, by more than 200 ranks? When a district knows that it is becoming poorer, relative to other districts, it is difficult to convince that district it ought to do more.

Legislative Implications

There are at least four legislative implications that arise from this study, as presented below.

1. If there is a danger, and we believe there may well be, that some Illinois school districts are moving too rapidly away from their local tax base, the General Assembly should consider legislation that would make it difficult for a district to substitute increases in state aid for dollars locally raised. This is a bigger step than it looks on the surface. It requires a consensus from the General Assembly that the purpose of state aid is to supplement local funds and not supplant them. Such "maintenance of local effort" provisions have been difficult to draft, and even more difficult to enforce, when applied to federal aid; but there may well be good reason to face this same situation with respect to state aid. For almost seven years Illinois experimented with "reward for effort," finally coming to the conclusion that the debits outweighed the credits where that notion was concerned. However, neither Illinois nor any other state has come to grips with the supplant versus supplement problem. Probably the reason the thorny problem has not been gripped is that it requires a consensus that state aid is not to be used for property tax relief, but rather to enhance educational services. That does not go down well in some quarters.

2. If the decline in capacity to support education continues in the same manner for another decade as it has in the past decade, then the financial situation in some Illinois central cities will stagger the imagination. No amount of careful stewardship of the public's funds--no "watchdog" committees, no matter how able and well trained the watchdogs--can offset the kinds of income declines that are recorded in this report. Therefore, we would again urge the General Assembly, as we have since 1969, to include some measure of income in the general state aid distribution formula. One thing has certainly changed since 1969. Certain central cities that were not once well disposed toward the inclusion of an income factor in the distribution formula should now take up the cry in earnest. We note that the recent report of the Illinois School Finance Project calls for the introduction of an income factor into the distribution formula, and this study supports that recommendation.

3. Although this particular report does not speak directly to the question of "need" with regard to central city school districts, the demonstrated plight of at least some central city districts should cause the General Assembly to look yet again at that also difficult notion. Again, the recent report of the Illinois School Finance Project should be consulted for an extensive and intensive treatment of the notions of "need" and "adequacy." Whatever system of funding is adopted in the future, it must come to grips with the increasing poverty impaction of some of the central city schools in Illinois.

4. The decline in student populations has hit both large central cities and rural districts harder than suburban districts. While the General Assembly has "cushioned" the loss of pupils, it is possible that not enough has been done, and that these provisions in the law should be explored again. There is also the possibility of helping central city school districts through "save harmless" provisions, but this practice, if continued over a long period of time, can completely pull a fiscal system out of any rational shape.

Recommendations for Future Study

1. The financial variables in this study were examined in current or nominal dollars. A further investigation could repeat the present study using constant or real dollars.

2. The measure of the effort-related variables in this study was one of several ways to measure local effort. A further investigation could be replicated using other methods of measuring local effort.

3. The present study examined only financial-related variables. A further investigation could focus on social-economic and/or demographic variables.

4. The present study compared only central city unit districts with statewide averages. A further investigation could be replicated comparing central city unit districts with other community type districts such as suburban, rural, and independent city unit districts.

FOOTNOTES

[1]Ester O. Tron and Joel D. Sherman, The Financing of Urban Public Schools: A Report on Selected School Systems, Supplement to Final Report, Volume 1 of the Congressionally Mandated Study of School Finance, U.S. Department of Education, Office of Educational Research and Improvement, September, 1983, p. 1.

[2]Arlene S. Richman and Pamela K. Lane, The Large City School Systems in Perspective, Staff Report to the Education Review Committee, Ohio General Assembly, July, 1980, p. 11.

[3]G. Alan Hickrod, Thomas W. Yang, Ramesh Chaudhari, and Ben C. Hubbard, Enrollment Change and Educational Personnel Change in the K-12 Schools of Illinois (Normal, Illinois: Center for the Study of Educational Finance, Illinois State University, 1976), p. 17.

[4]Illinois State Board of Education Staff, Income/Fiscal Capacity/Effort (Springfield, Illinois: Illinois State Board of Education, 1983), p. 3.

[5]Ester O. Tron and Joel D. Sherman, The Financing of Urban Public Schools: A Report on Selected School Systems, p. 24.

[6]Dan J. Hou, Fiscal Profiles of Illinois School Districts: An Analysis of Illinois School Districts: An Analysis by Size (Springfield, Illinois: Illinois State Board of Education, 1978), p. 45.

[7]Illinois State Board of Education Staff, Impacts and Implications of Enrollment Changes and Inflation on Public School Revenues and Expenditure (Springfield, Illinois: Illinois State Board of Education, 1982), p. 6.

[8]Joseph F. Murphy, "Fiscal Problems of Big City School Systems: Changing Patterns of State and Federal Aid," Urban Review, v10, n4, Winter, 1978, p. 251.

[9]Ester O. Tron and Joel D. Sherman, The Financing of Urban Public Schools: A Report on Selected School Systems, p. 2.

[10]Arlene S. Richman and Pamela K. Lane, The Large City School Systems in Perspective, p. 11.

[11]K. Forbis Jordan and Nelda H. Cabron-McCabe, "School Finance Reform and the Cities," Perspectives in State School Support Programs, Second Annual Yearbook of the American Education Finance Association (Cambridge, Massachusetts, Ballinger Publishing Company), p. 115.

[12]Thomas Yang and Ramesh Chaudhari, A Study of the Relationship Between Selected Socioeconomic Variables and Local Tax Effort to Support Public Schools in Illinois (Normal, Illinois: Center for the Study of Educational Finance, Illinois State University, 1976), p. 37.

[13]Ester O. Tron and Joel D. Sherman, The Financing of Urban Public Schools: A Report on Selected School Systems, p. 24.

[14]Arlene S. Richman and Pamela K. Lane, The Large City School Systems in Perspective, p. 7.

[15]Ibid., p. 16.

[16]Dan J. Hou, Fiscal Profiles of Illinois School Districts: An Analysis of Illinois School Districts: An Analysis by Size, p. 45.

[17]Ester O. Tron and Joel D. Sherman, The Financing of Urban Public Schools: A Report on Selected School Systems, p. 19.

TABLE 1

AVERAGE DAILY ATTENDANCE

District Name	1973 ADA	Rank	1982 ADA	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	6379[CS]	25	5079[CS]	26	- 1	- 1300	-20.38
Champaign	10109[CS]	14	7730[CS]	15	- 1	- 2379	-23.54
Chicago	483172	1	383399	1	0	-99773	-20.65
Decatur	18244[CS]	7	14258[CS]	6	1	- 3985	-21.84
East St. Louis	20444[CS]	6	18626[CS]	4	2	- 1818	- 8.89
Kankakee	6781[CS]	23	5495[CS]	24	- 1	- 1286	-18.97
Moline	11175[CS]	12	8543[CS]	11	1	- 2632	-23.55
Normal	5678[CS]	26	6470[CS]	20	6	792	13.95
Peoria	22296[CS]	3	17455[CS]	5	- 2	- 4841	-21.71
Rockford	37762[CS]	2	29057[CS]	2	0	- 8705	-23.05
Rock Island	10554[CS]	13	7456[CS]	16	- 3	- 3098	-29.35
Springfield	20925[CS]	5	13677[CS]	7	- 2	- 7247	-34.64
Urbana	5544[CS]	27	4646[CS]	30	- 3	- 898	-16.20
CENTRAL CITY MEAN	50697*		40145**			-10551	-19.14
STATE MEAN	3021		2495			- 526	-14.03
STATE MAXIMUM	483172		383399			1129	86.17
STATE MINIMUM	133		91			-99773	-43.17

[C]Below central city unit district average

[S]Below state unit district average

*Without City of Chicago, the mean was 14657.55
**Without City of Chicago, the mean was 11541.00

TABLE 2

EQUALIZED ASSESSED VALUATION PER ADA

District Name	1973 EAV Per ADA	Rank	1982 EAV Per ADA	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	27234.91	132	61628.00	74	58	34393.10	126.28
Champaign	23872.77[S]	189	48290.04	149	40	24417.27	102.24
Chicago	26227.64	151	35638.44[CS]	263	-112	9410.80	35.88
Decatur	18584.18[CS]	280	32928.41[CS]	289	- 9	14344.23	77.19
East St. Louis	11475.22[CS]	385	7052.05[CS]	416	- 31	- 4423.17	- 38.55
Kankakee	21465.77[CS]	225	31267.80[CS]	307	- 82	9802.03	45.66
Moline	18944.96[CS]	269	40005.73[S]	209	60	21060.77	111.17
Normal	22763.05[S]	211	41076.84[S]	197	14	18913.79	83.09
Peoria	27661.27	126	44622.94[S]	177	- 51	16961.67	61.32
Rockford	23614.93[S]	193	36642.58[CS]	245	- 52	13027.66	55.17
Rock Island	19300.95[CS]	264	43224.87[S]	181	83	23923.93	123.95
Springfield	21331.15[CS]	229	53626.88	117	112	32295.73	151.40
Urbana	20547.02[CS]	243	35872.46[CS]	260	- 17	15325.45	74.59
CENTRAL CITY MEAN	21771.02		39421.31			17650.24	77.64
STATE MEAN	24256.40		45440.56			21184.16	88.60
STATE MAXIMUM	101908.25		172098.13			156103.25	975.96
STATE MINIMUM	5324.48		7052.05			- 13907.14	- 43.35

[C]Below central city unit district average

[S]Below state unit district average

TABLE 3

PER CAPITA INCOME

District Name	1970 Per Capita Income	Rank	1980 Per Capita Income	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	3417.00	35	8204.70	40	- 5	4787.70	140.11
Champaign	3398.00	38	7186.99[C]	175	-137	3788.99	111.51
Chicago	3409.00	36	6855.48[CS]	239	-203	3446.48	101.10
Decatur	3430.00	32	7821.05	73	- 41	4391.05	128.02
East St. Louis	2116.00[CS]	401	3963.58[CS]	415	- 14	1847.58	87.31
Kankakee	3254.00[C]	60	6886.11[CS]	230	-170	3632.11	111.62
Moline	3577.00	18	8918.48	17	1	5341.48	149.33
Normal	3055.00[C]	112	6761.92[CS]	257	-145	3706.92	121.34
Peoria	3517.00	20	8168.22	46	- 26	4651.22	132.25
Rockford	3500.00	23	7965.59	63	- 40	4465.59	127.59
Rock Island	3409.00	37	7737.79	84	- 47	4328.79	126.98
Springfield	3463.00	29	8186.97	43	- 14	4723.97	136.41
Urbana	3301.00	51	6788.04[CS]	255	-204	3487.04	105.64
CENTRAL CITY MEAN	3295.84		7341.91			4046.06	121.47
STATE MEAN	2786.61		7042.57			4255.95	154.77
STATE MAXIMUM	4434.00		10544.54			6489.10	254.02
STATE MINIMUM	1572.00		3630.30			1605.27	67.99

[C]Below central city unit district average

[S]Below state unit district average

TABLE 4

MEDIAN FAMILY INCOME

District Name	1970 Median Income	Rank	1980 Median Income	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	10124.00[C]	90	21903.26	112	- 22	11779.26	116.35
Champaign	11218.00	30	22359.00	87	- 57	11141.06	99.31
Chicago	10238.00[C]	84	18775.95[CS]	281	-197	8537.95	83.39
Decatur	10264.00[C]	82	20867.92[C]	154	- 72	10603.92	103.31
East St. Louis	7373.00[CS]	344	10662.07[CS]	415	- 71	3289.07	44.61
Kankakee	10838.00	52	19106.24[CS]	263	-211	8268.24	76.29
Moline	10920.00	47	23902.86	44	3	12982.86	118.89
Normal	11186.00	32	25047.36	27	5	13861.36	123.92
Peoria	10594.00	61	22077.14	102	- 41	11483.14	108.39
Rockford	11078.00	39	22861.31	72	- 33	11783.31	106.37
Rock Island	10390.00	75	21918.28	111	- 36	11528.28	110.96
Springfield	10392.00	74	21344.24	139	- 65	10952.24	105.39
Urbana	10062.00[C]	97	20738.54[C]	164	- 67	10676.54	106.11
CENTRAL CITY MEAN	10359.76		20889.55			10529.78	100.25
STATE MEAN	8924.56		20090.39			11165.82	126.89
STATE MAXIMUM	13476.00		31886.05			18410.05	233.84
STATE MINIMUM	4778.00		7880.28			2334.28	37.57

[C]Below central city unit district average

[S]Below state unit district average

TABLE 5

LOCAL DOLLARS GENERATED PER ADA

District Name	1973 Local Dollars Per ADA	Rank	1982 Local Dollars Per ADA	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	709.16	72	1928.27	48	24	1219.10	171.91
Champaign	611.97	123	1477.33	126	- 3	865.35	141.40
Chicago	643.77	98	1065.39[CS]	230	-132	421.61	65.49
Decatur	464.17[CS]	231	785.50[CS]	322	- 91	321.32	69.23
East St. Louis	302.48[CS]	362	260.32[CS]	413	- 51	- 42.16	- 13.94
Kankakee	489.41[CS]	214	922.08[CS]	270	- 56	432.66	88.40
Moline	468.12[CS]	228	1153.36[CS]	202	26	685.23	146.38
Normal	482.64[CS]	215	1189.87[S]	184	31	707.22	146.53
Peoria	595.27	135	1319.94	157	- 22	724.67	121.74
Rockford	551.05	158	1186.34[S]	185	- 27	635.28	115.28
Rock Island	391.80[CS]	287	1176.14[S]	190	97	784.33	200.18
Springfield	468.21[CS]	226	1537.69	116	110	1069.47	228.41
Urbana	534.28	180	1125.06[CS]	213	- 33	590.78	110.57
CENTRAL CITY MEAN	516.33		1163.64			647.30	122.43
STATE MEAN	524.26		1233.83			705.22	133.52
STATE MAXIMUM	1539.97		3549.82			2523.97	576.61
STATE MINIMUM	98.50		178.11			- 169.87	- 21.92

[C]Below central city unit district average

[S]Below state unit district average

TABLE 6

GENERAL STATE AID PER ADA

District Name	1973 State Aid	Rank	1982 State Aid	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	338.23[CS]	297	218.05[CS]	339	- 42	- 120.18	- 35.53
Champaign	392.89[CS]	236	476.74[CS]	267	- 31	83.85	21.34
Chicago	431.20	184	1292.75	37	147	861.54	199.80
Decatur	462.98	142	945.00	115	27	482.02	104.11
East St. Louis	539.29	55	2205.85	3	52	1666.56	309.03
Kankakee	421.48[C]	193	1010.98	89	104	589.50	139.87
Moline	481.60	115	645.05[CS]	223	-108	163.45	33.94
Normal	397.16[CS]	229	553.34[CS]	245	- 16	156.18	39.32
Peoria	341.61[CS]	291	691.25[CS]	208	83	349.64	102.35
Rockford	430.92	185	819.68[C]	158	27	388.76	90.22
Rock Island	473.69	126	697.33[CS]	204	- 78	223.64	47.21
Springfield	411.31[C]	211	487.93[CS]	261	- 50	76.61	18.63
Urbana	442.61	170	912.91	126	44	470.30	106.26
CENTRAL CITY MEAN	428.07		842.83			414.75	90.50
STATE MEAN	398.30		698.20			294.89	63.58
STATE MAXIMUM	651.27		2375.50			1780.48	330.87
STATE MINIMUM	38.39		118.82			- 378.57	- 75.75

[C]Below central city unit district average

[S]Below state unit district average

TABLE 7

OPERATING EXPENDITURE PER ADA

District Name	1973 Expenditure Per ADA	Rank	1982 Expenditure Per ADA	Rank	Rank Change	Absolute Change	Percentage Change
Bloomington	1074.40	52	2146.32	65	- 13	1098.92	104.92
Champaign	1004.87	74	1954.08[C]	136	- 62	949.21	94.46
Chicago	1074.98	34	2358.14	37	- 3	1283.16	119.37
Decatur	927.16[C]	155	1730.51[CS]	328	-173	803.34	86.65
East St. Louis	841.77[CS]	328	2466.17	27	301	1624.40	192.97
Kankakee	910.30[CS]	184	1933.07[C]	148	36	1022.17	112.22
Moline	949.73	130	1798.42[CS]	265	-135	848.68	89.36
Normal	879.80[CS]	251	1743.21[CS]	318	- 67	863.41	98.14
Peoria	936.88[C]	148	2011.19	104	44	1074.32	114.67
Rockford	981.98	97	1006.02[CS]	112	- 15	1024.04	104.28
Rock Island	865.50[CS]	287	1873.48[CS]	191	96	1007.98	116.46
Springfield	879.53[CS]	253	2025.62	99	154	1146.09	130.31
Urbana	976.89	101	2037.98	95	6	1061.09	108.62
CENTRAL CITY MEAN	944.41		2006.47			1062.06	113.26
STATE MEAN	912.49		1927.04			1014.55	116.60
STATE MAXIMUM	1653.15		3693.23			2529.11	914.11
STATE MINIMUM	240.49		981.13			267.59	37.50

[C]Below central city unit district average

[S]Below state unit district average

TABLE 8

ELASTICITY OF EFFORT BASED ON EQUALIZED ASSESSED VALUATION PER ADA WEALTH

District Name	Percent Change in Local Dollars Generated per ADA	Rank	Percent Change in local EAV per ADA	Rank	Elasticity of Effort	Rank
Bloomington	171.91	92	126.28	51	1.36	266
Champaign	141.40	167	102.28	124	1.38	255
Chicago	65.49	388	35.88	396	1.83	94
Decatur	69.23	385	77.19	245	.90	402
Kankakee	88.40	328	45.66	375	1.94	71
Moline	146.38	155	111.17	82	1.32	281
Normal	146.53	154	83.09	210	1.76	112
Peoria	121.74	218	61.32	316	1.99	61
Rockford	115.28	239	55.17	342	2.09	46
Rock Island	200.18	36	123.95	54	1.62	163
Springfield	228.41	12	151.40	14	1.51	210
Urbana	110.57	254	74.59	259	1.48	221
CENTRAL CITY MEAN	133.79		87.33		1.60	
STATE MEAN	134.48		89.31		1.61	
STATE MAXIMUM	576.61		975.96		5.21	
STATE MINIMUM	23.90		7.38		.59	

TABLE 9

ELASTICITY OF EFFORT BASED ON PER CAPITA INCOME WEALTH

District Name	Percent Change in Local Dollars Generated per ADA	Rank	Percent Change in Per Capita Income	Rank	Elasticity of Effort	Rank
Bloomington	171.91	92	140.11	290	1.23	58
Champaign	141.40	167	111.51	402	1.27	49
Chicago	65.49	388	101.10	408	.65	294
Decatur	69.23	385	128.02	307	.54	343
Kankakee	88.40	328	111.62	402	.79	226
Moline	146.38	155	149.33	229	.98	141
Normal	146.53	154	121.34	382	1.21	66
Peoria	121.74	218	132.25	341	.92	168
Rockford	115.28	239	127.59	362	.90	174
Rock Island	200.18	36	126.98	364	1.58	12
Springfield	228.41	12	136.41	314	1.67	8
Urbana	110.57	254	105.64	407	1.05	112
CENTRAL CITY MEAN	133.79		124.32		1.07	
STATE MEAN	134.27		154.97		.88	
STATE MAXIMUM	576.61		254.02		3.94	
STATE MINIMUM	23.90		67.99		.16	

TABLE 10

ELASTICITY OF EFFORT BASED ON MEDIAN FAMILY INCOME WEALTH

District Name	Percent Change in Local Dollars Generated per ADA	Rank	Percent Change in Median Family Income	Rank	Elasticity of Effort	Rank
Bloomington	171.18	92	116.35	283	1.48	64
Champaign	141.40	167	99.31	384	1.42	77
Chicago	65.49	388	83.39	408	.79	305
Decatur	69.23	385	103.31	368	.67	346
Kankakee	88.40	328	76.29	412	1.16	154
Moline	146.38	155	118.89	268	1.23	135
Normal	146.53	154	123.92	231	1.18	147
Peoria	121.74	218	108.39	343	1.12	166
Rockford	115.28	239	106.37	351	1.08	182
Rock Island	200.18	36	110.96	327	1.80	19
Springfield	228.41	12	105.39	359	2.17	8
Urbana	110.57	254	106.11	353	1.04	191
CENTRAL CITY MEAN	133.79		104.89		1.26	
STATE MEAN	134.27		127.18		1.08	
STATE MAXIMUM	576.61		233.84		4.71	
STATE MINIMUM	23.90		37.57		.20	